UNEP REPORT No. 1 (1979)

UNITED NATIONS
ENVIRONMENT PROGRAMME

HUMAN SETTLEMENTS ACTIVITIES OF THE UNITED NATIONS SYSTEM

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FOREWORD

In accordance with General Assembly resolution 2997 (XXVII) of 15 December 1972, which requested the Governing Council of UNEP "to keep under review the world environmental situation", the Governing Council has regularly invited organizations and Governments to provide information on their current and planned activities on certain subject areas. In decision 82(V) of 25 May 1977, the Governing Council approved the suggestion of the Executive Director that he should report in detail to the Council on a limited number of areas of the programme at each session with a view to covering the whole programme within the period of the medium term plan, 1977-1981. The present report is one of a series a/ dealing with the subjects reported in detail to the seventh session of the Governing Council:

Human settlements

Integrated approach to environment and development including the use of natural resources

Environmentally sound and appropriate technology

Industry and Environment

Energy

Natural disasters

These reports are intended to supplement the information to be found in the relevant chapter of the report of the Executive Director on the environment programme to the Governing Council at its seventh session (UNEP/GC/7/7). Each contains an analysis of recent and current developments in the programme area under consideration within the United Nations system of organizations. A separate document on activities of non-governmental organizations has been prepared by the Environment Liaison Centre with the support of UNEP.

The reports have been prepared by the UNEP secretariat on the basis of its own information as well as of that gathered through surveys

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a/ UNEP Reports Nos. 1 to 6 (1979)

and by consultants. In some cases, it has been possible to assemble, with the assistance of the UNEP regional offices, information on regional activities related to the topic under consideration. Whenever this is the case, the information has been summarized in the document. For these and other reasons, the presentation of each report differs in scope and comprehensiveness. In the relatively short time available to the secretariat for the preparation of the reports, it has not been possible to assemble data on all organizations within and outside the United Nations system, nor has it been possible, in most instances, to verify the information obtained. It is hoped, however, that the present report will provide a useful review of the progress made in the recent past towards achieving some of the objectives of the environment programme.

INTRODUCTION

1. General Assembly resolution 32/162 established the United Nations Centre for Human Settlements (Habitat), and in doing so completed the process initiated at Stockholm (1972, United Nations Conference on Human Environment) and substantively strengthened in Vancouver (1976, United Nations Conference on Human Settlements). The same resolution also provides the mandates of the regional commissions and UNEP in relation to human settlements, and defines in general terms UNEP's responsibility (environmental aspects and consequences of human settlements planning) and the co-ordination mechanisms between UNCHS and UNEP. A detailed delineation of the division of responsibilities and programmes between both organizations is expected to emerge from the forthcoming meeting between the Bureaux of the Commission for Human Settlements and the UNEP Governing Council and their respective Executive Directors (Nairobi, 5 and 6 March 1979). The results of the consultations will be presented to the Commission at its second session (26 March - 6 April 1979) and to the Governing Council of UNEP at its seventh session (April 18 - 4 May 1979. For this reason, no conclusions have been presented in this document.

2. This document is divided into two main sections, on activities of the United Nations system and on those of Governments and regional and intergovernmental organizations. The United Nations system review was prepared on basis of a report by a consultant, as refined by the secretariat, and comprises two sub-sections:

(a) A review of the activities of most members of the system grouped in each of the six main subject areas defined at the Vancouver Conference.1/ The purpose of doing this was to follow the thematic sub-division which UNCHS is presently using. This part of the exercise has presented some difficulties due to the fact that some activities could be mentioned under more than one heading, and some others, as is the case of training, could be components of all the six sub-divisions. This thematic presentation will, however, facilitate collaboration with UNCHS;

(b) A review of activities in the field of human settlements on an agency by agency basis.

1/ A/CONF.70/15

3. The review of governmental, regional and intergovernmental activities was prepared on basis of the reports presented by UNEP's regional and liaison offices, with the exception of that covering the ECWA region. The material presented under this section not only presents examples of activities at different levels, but also summarizes the main problems faced at the regional or sub-regional levels.

II. HUMAN SETTLEMENTS ACTIVITIES OF THE UNITED NATIONS SYSTEM

A. Review of human settlements activities by subject area

4. The table below summarizes the activities of United Nations agencies and bodies in relation to the following six human settlements subject areas: (a) Settlement policies and strategies; (b) Settlement planning; (c) Shelter, infrastructure and services; (d) Land; (e) Public participation; (f) Institutions and management. It indicates that the major organizations involved in the six areas are: UNCHS (Habitat) which includes UNHHSF and former UNCHBP, UNEP, all the regional commissions, the World Bank, UNESCO and UNDP. The other specialized agencies and organizations play specific roles in terms of their activities in relation to the subject areas, e.g. UNDP, FAO, UNFPA, UNHCR, UNICEF, UNIDO, ICAO, ILO, WFP/WFC, WMO and WHO. The table indicates that almost all the agencies' activities are either directly or indirectly related to the area of shelter, infrastructure and services.

5. It is important to point out that the overall responsibility for the implementation of the Vancouver Recommendations rests with the Member States concerned, while the role of the United Nations system is that of assisting Governments in formulating policies and programmes and implementing them. UNCHS will be the major organization to co-ordinate provision of such assistance to Governments.

Activities of United Nations agencies and bodies in relation to the human settlements subject areas

SUBJECT AREAS	UNCHS/ UNHHSF	UNCHBP (former)	ECA	ECE	ECLA	ECWA	ESCAP	UNEP	World Bank	UNESCO	UNDP	WHO	ILO	UNIDO	UNICEF	UNHCR	UNFPA	FAO	WFP/WFC	UNCNRET	UNOST	UNDRO	UNCTAD	UNITAR	UNU	WMO	ICAO
1. SETTLEMENT POLICIES AND STRATEGIES	X	X	X	X	X	X	X	X	X	X	X	X	X				X					X					
2. SETTLEMENT PLANNING	X	X	X	X	X	X	X	X	X	X	X					X	X	X	X			X				X	X
3. SHELTER, INFRASTRUCTURE AND SERVICES	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
4. LAND USE POLICY	X	X	X	X	X	X	X	X	X	X	X		X			X		X	X			X				X	X
5. PUBLIC PARTICIPATION	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		X	X	X								
6. INSTITUTIONS AND MANAGEMENT	X	X	X	X	X	X	X	X	X	X	X		X	X	X		X	X				X					

1. Settlement policies and strategies

6. The first two recommendations of the Habitat Conference state that all countries should establish as a matter of urgency a national policy on human settlements, which should be consistent with the preservation, restoration and improvement of the natural and man-made environment. Other related recommendations further elaborate on related aspects of settlement policies and strategies, such as settlements and development; content of national policy; equitable distribution; development strategies; allocation of resources; and constant review of policies and strategies.

7. Various United Nations agencies and bodies have activities which respond to this major recommendation at various levels of settlement policies and strategies dealing with environmental socio-economic and population activities. These activities range from data collection to integrated comprehensive development projects for urban and rural settlements. The former CHBP has undertaken several activities, inter alia:

(a) Study on effects of development and population growth on human settlements;

(b) Study on alternative policy choices for human settlements;

(c) Methodology for exchange of information in the field of human settlements;

(d) Thirteen field projects in development of settlement policies;

(e) Preparation of criteria for performance standards in human settlements structures under varying economic and physical standards;

(f) Report on the impact of tourism on human settlements.

Similarly, UNHHSF has provided technical and financial assistance to Member States for establishing financial institutions to implement settlement policies and strategies, especially in the area of shelter, infrastructure and services.

8. The regional commissions, i.e. ECA, ECE, ECLA, ECWA and ESCAP, in co-operation with UNDP, have programmes for assisting Governments in defining objectives and formulating guidelines and action proposals

concerning the distribution of population and economic development activities. Specific activities include, inter alia:

(a) Integrated rural development (ECA);

(b) Social problems of the human environment in Latin America (ECLA);

(c) Progress and monitoring of human settlements in the West Asia region (ECWA);

(d) Assistance to Governments in the field of human settlements (ESCAP).

Some of the regional commissions have outlined 2/ some of the problems being experienced by various Governments regarding operational aspects, especially shortage of skilled man-power and finance to cope with the further development of existing policies and strategies on human settlements. ESCAP has further pointed out that the major problems related to population growth and considered most serious by the Governments in the region are: population congestion, deterioration of housing and environmental conditions in human settlements, and socio-economic problems such as rampant poverty, underemployment, poor sanitation, malnutrition, delinquency. These problems have had various inevitable consequences, especially tho unbalanced growth of metropolitan centres which has led to relative neglect of rural areas in development activities. Similarly, ECA has outlined specific problems related to the environmental conditions of human settlements in the region as a whole. The major problems are: lack of physical planning and clearly defined urbanization and housing policy; shortage of expertise in regional planning; slow rate of housing construction; inflated cost of land in many urban areas; high cost of building materials, which are mostly imported at present; dependency on foreign expertise in the building industry, amongst others. ECE has also outlined problems related to various aspects of human settlements in the region. Some of the major problems are: finding suitable internal structures for urban and metropolitan areas which take full account of socio-economic and

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2/ See Sect. III.

environmental concerns; deterioration of natural environment in some rural areas; negative environmental effects of dependence on the automobile, such as air pollution and noise; lack of comprehensive evaluation of the costs and effects of alternative developments of transport systems; development and use of alternative energy sources including a more efficient energy utilization; limited use of public funds for the provision of infrastructure, services and communal equipment in new housing developments; and problems related to urban renewal, rehabilitation, and the improvement of housing quality in general.

9. UNEP deals with the environmental aspects and consequences of settlement policies and strategies. UNESCO, in collaboration with UNEP and within the framework of the Man and the Biosphere (MAB) Programme project No.11 (Ecological aspects of urban systems), has developed studies which have contributed important conceptual and methodological inputs to the analysis of human settlements including the evaluation and synthesis of an integrated ecological study of a large urban conglomeration (case study: Hong Kong). This study, undertaken in close co-operation with the Human Ecology Group of the Australian National University in Canberra and various research teams in Hong Kong, illustrates well the interdisciplinary nature of the MAB Programme. The spread of disciplines involved in the Hong Kong study is very wide; the fifty-strong research team ranged from biologists and hydrologists to sanitary engineers, architects and town planners, physicians and psychologists, cultural anthropologists and sociologists. The team also included a small unit which specialized in the study of the problems of research integration. The objective was to understand the functioning of the urban system as a particular kind of ecological system, in order to provide a sounder basis for its planning and management. The MAB pilot project in Hong Kong which is now completed, has resulted in the production of a number of conclusions and guidelines which provide a valuable methodological input to present and future integrated research and training activities in human settlements. Again within the framework of MAB Project 11, and in co-operation with

UNEP, a series of actions were launched in 1975, for developing a project on integrated studies of human settlements in the various regions of the world, as a basis for decision-making and with special reference to interactions between human settlements and their surrounding environment and to problems of energy flow. These studies are designed to afford a better understanding of the structure and functioning of human settlements as ecological systems with a view to developing sound conceptual frameworks and methodological guidelines on which intersectorial approaches to analysis and decision-making can be based. This joint venture is now fully operational (phase II), with pilot demonstration projects implemented in Venezuela, Mexico, Guyana, Egypt, Iran, Papua New Guinea, Pakistan, and India. An active exchange of scientists and information is maintained between these projects and research activities within the framework of MAB Project 11 undertaken by industrialized countries.

10. The World Bank Group, as one of the major financial sources of human settlements activities, has been involved in numerous developing countries financing both sectoral and comprehensive urban development projects. It is deeply involved in the development of policies and institutions relating to urban development. Its Economic Development Institute also deals with issues related to settlement policies and strategies.

11. Other activities related to the area of settlement policies and strategies are being carried out by ILO, FAO, ICAO, WHO, UNFPA and UNDRO. ILO is carrying out, inter alia, case studies of employment problems in selected metropolitan cities in developing countries in order to see how the creation of urban infrastructure can be used as an effective instrument of employment policy. ICAO is working on the reduction of air pollution through internationally agreed levels of emission from aircraft engines, and on noise assessment. WHO is carrying out a study on environmental health criteria covering air, water and other pollutants and hazards. UNFPA is the major organization providing information on the relationship between population and

environment, and has held a regional seminar on environment and population dimensions of human settlements in South-East Asia. UNDRO's activities in disaster prevention and preparedness will have impacts on settlement policies and strategies from the standpoint of establishing norms and standards.

12. Rural settlement activities are being carried out by a number of agencies, particularly FAO, which covers a wide range of different types of rural settlement problems such as land development and resettlement, planning and development of transmigration schemes, comprehensive agricultural/rural development, and assistance to settlements.

2. Settlement planning

13. Recommendation B.1 of the Habitat Conference states that settlement and environment planning and development must occur within the framework of the economic and social process at the national, regional and local levels; thus promoting a balanced and unified development in the country. Other related recommendations (B.2 - B.16) deal with indigenous planning models, availability of resources, scope of national settlement planning, regional planning for rural and metropolitan areas, scope of local planning, improving existing settlements, urban expansion, new settlements, individual rural settlements, neighbourhood planning, temporary settlements, planning for disasters, settlement concerns of mobile groups and planning process.

14. Various United Nations agencies and bodies have activities which respond to these recommendations at various levels, ranging from comprehensive settlement schemes and large-scale urban and regional projects to studies on the conditions of specially vulnerable groups, such as the aged, the disabled and the poor, and their integration into communities. Considerable emphasis is also placed on the planning process, demographic studies and various factors in settlement planning, including environment, health, employment, climate, finance and management.

15. The former UNCHBP has undertaken several activities, including:

(a) Some 22 field projects in settlement planning (in co-operation with UNESCO, UNEP, UNICEF, ILO and the World Bank);

(b) Guidelines for the integration of settlements (physical) planning with economic and social planning.

Assistance is provided to developing countries in meeting settlement at metropolitan, urban and rural levels, through plans that are integrated with the overall national development plans.

16. The regional economic commissions provide a range of activities in the various aspects of settlement planning. Specific activities include:

(a) Planning and development of national water resources (ECA);

(b) Planning and optimum development of natural resources in African (ECA);

(c) Urban development planning research programme (ECLA);

(d) Progress and monitoring of human settlements in the West Asia region (ECWA);

(e) Regional perspective to resource formulation and allocation (ECWA);

(f) Study on the planning and development of rural settlements including provisions of rural centres (ESCAP);

(g) Standing inter-governmental working party dealing with urban and regional planning and development (ECE).

17. Rural settlement planning aspects are dealt with by FAO, in co-operation with UNDP, by, inter alia, advising and assisting Governments in planning for and carrying out broad agricultural rural development programmes, including planning of rural areas, and river valley development and agro-industrial regional projects.

18. Urban and metropolitan area planning aspects are dealt with by various agencies, such as the World Bank, UNEP and the regional

commissions. The World Bank deals with the planning of urban projects, along with planning for shelter, infrastructure and services, urban transport planning and improvements to existing settlements. UNEP, in co-operation with ILO, is dealing with urban environment and urban employment problems in developing countries, providing assistance to the Capital Development Authority (CDA) of Dodoma, United Republic of Tanzania, in the environmental aspects of the planning of a new capital city, and supporting projects on integrated environmental development of existing slums and marginal settlements (Philippines and Indonesia).

19. Services planning in settlements is also a significant factor in settlement planning. WHO collaborates with countries in planning and organizing health services, in co-ordinating the technical and financial assistance required for meeting basic health needs, and in defining human settlements health criteria. UNESCO is involved in planning exercises from the point of environmental education and preservation of historic centres and sites, including cultural aspects of human settlements and traditional forms of architecture.

20. Planning, prevention and mitigation of disasters is the main concern of UNDRO, which, in collaboration with UNEP, WHO and WMO, is carrying out studies to develop model legislation for disaster prevention as guidelines for planning at a national and local levels. UNHCR has also carried out programmes to assist in the settlement of refugees and displaced persons, including assistance in temporary rural and refugee centres.

21. Related planning aspects such as population and demographic studies, food and employment, climatic, energy aspects have been the concern of agencies and bodies such as UNFPA, WFP, WFC, FAO, ILO and WMO. Special physical constraints, such as airport, planning, have been dealt by ICAO, in co-operation with UNEP. WMO is working on the applications of meteorology and climatology in settlement planning. ECA, ESCAP and other regional economic commissions are also involved in the planning and development of natural energy resources.

3. Shelter, infrastructure and services

22. Recommendation C.1 of the Habitat Conference states that shelter, infrastructure (water, sewerage, roads, energy, information, etc.), and services (education, health, culture, and welfare, recreation, nutrition, etc.) should be planned in an integrated way and provided in the sequences appropriate to circumstances (financial, technological, socio-cultural, environmental, etc.). Other related recommendations (C.2 - C.18) deal with tools of development, standards, designs and technologies, energy, long-term costs, national construction industry, construction by the informal sector, national housing policies, aided self-help, infrastructure policy, water supply and waste disposal, waste management and prevention of pollution, transportation and communications, social services, rural services, spontaneous urban settlements, and recreation.

23. Almost all United Nations agencies and bodies have activities which respond to either one or most of the aspects related to these recommendations. The role of promoting integrated projects for the three elements will in future be that of UNCHS (Habitat).

24. The former CHBP has undertaken several specific activities, inter alia on slums and squatter settlements; including:

(a) Improvement of systems of information collection and analysis on slums and squatter settlements;

(b) Assistance for establishment of pilot and demonstration projects on improvement of living conditions in slums and squatter settlements;

(c) Development of building techniques for the improvement of slums and squatter settlements;

(d) Seventeen field programmes in shelter, infrastructure and services (in co-operation with UNESCO, UNICEF, ILO, the World Bank and the United States Agency for International Development (USAID);

(e) Preparation of guidelines on specific measures to improve slums and squatter settlements.

25. Assistance is also being provided to developing countries in relation to various aspects of the three physical elements by the regional commissions. Specific activities include:

(a) Improving housing finance mechanisms and increasing inflow of capital housing and associated infrastructure development (ECA);

(b) Rural electrification and development of energy equipment (ECA in co-operation with ECE and the World Bank);

(c) Planning and development of African transport (ECA, in co-operation with UNCTAD, UNDP, the Organization for African Unity, amongst others);

(d) Transport, building industry and energy sectors (ECE - standing inter-governmental working party on the socio-economic aspects of housing, building and planning);

(e) Human settlements technology programme in the ECLA region (ECLA/UNEP joint programme);

(f) Low-cost housing development; working group on low cost housing promotion; development of integrated transport and communication networks in the West Asia region (ECWA in co-operation with various agencies);

(g) Integrated improvements of slums and squatter settlements; financing construction of shelter; infrastructure and services in the ESCAP region (ESCAP in co-operation with agencies).

26. Comprehensive urban and transportation projects have been financed by the World Bank in numerous developing countries, 3/ to improve the quality of life and environment for the urban poor through large-scale site and service projects and squatter upgrading schemes. These projects cover, in most cases, all the three physical elements together with providing basic economic community services, including employment opportunities, to assist in consolidating viable communities of low-income families.

3/ World Bank Annual Reports and News Release series.

27. Aspects related to standards, designs and technologies, as well as building materials, construction industry and related technology, are being dealt with by various agencies and bodies, including the former UNCHBP, UNEP, WHO, WMO, UNIDO, World Bank, ICAO, UNDRO and the regional commissions. The environmentally sound human settlements technology activities of UNEP are of particular interest in this field. UNDRO/UNEP have also sought to define standards relating to disaster-prone areas. UNHHSF is assisting some developing countries in introducing new techniques for utilizing local materials in stabilized soil blocks. UNIDO is involved in promoting the industrialization of the construction industry through prefabricating techniques, especially in timber and wood products. FAO has given assistance to saw-milling industries in several countries, and ILO has been working to develop and promote appropriate construction techniques, emphasizing employment aspects and labour-intensive methods. The United Nations Office for Science and Technology, UNITAR and UNU are also involved in appropriate technology research and development.

28. WHO has often co-operated in the water supply and waste disposal components of human settlements projects, particularly for semi-rural and rural areas. FAO, UNESCO and the regional commissions have co-operated in the planning and implementation of water use and management projects, along with the World Bank.

29. Energy activities, including those related to conservation of existing sources and development of new sources, have been undertaken by UNESCO, the Office for Science and Technology, the Centre for Natural Resources, Energy and Transport, IAFA, WMO, FAO and UNEP, among others. UNEP is currently carrying out experiments and a feasibility study in three developing countries by introducing techniques for harnessing locally available sources of energy, particularly solar, natural gas and wind for domestic and other uses in rural areas.

30. Social services, including education, health, culture, welfare, nutrition and recreation in human settlements, both urban and rural,

are part of the integrated or specific activities of several agencies and bodies. UNESCO has been the major agency dealing with educational and cultural aspects, while WHO and UNEP have contributed to the health and environmental aspects. UNICEF has been providing a range of services for the welfare and nutrition of children and mothers in numerous developing countries.

4. Land

31. Recommendation D.1 of the Habitat Conference states that land is a scarce resource whose management should be subject to public surveillance or control in the interests of the nation. Other related recommendations (D.2 - D.7) deal with land use policies, land values, public ownership, patterns of ownership, land reclamation and preservation, and information on various aspects of land. These are subject matters of FAO concern and jurisdiction, in which FAO has been giving assistance to its member Governments in studies, evaluation of policies and technical assistance for some 25 years.

32. The work of the United Nations system in this area tends to focus on land policy and land use and on improving land for agricultural or other purposes. The land-related activities of the agencies are often part of settlement policies and settlement planning or are involved in the area of institutions and management. FAO, as the lead agency for land settlement and resettlement, has been, and is continuing, to undertake work in this field. Land policies are often critical issues in the development of human settlements in most developing countries and vary from region to region.

33. The former CHBP has undertaken an extensive study on urban land policy and land-use control measures covering all major areas of the world, and has organized expert meetings and interregional seminars on this question. It has also prepared studies on some of the legal and economic issues including the establishment of institutions capable of guiding urban growth and co-ordinating physical development with established economic planning programmes, with particular emphasis

on urban land. 4/ FAO has been active for the last 20 years in the field of rural land policy, where the greater number of people are settled. Rural land policy is also one of the major items for discussion at the forthcoming World Conference on Agrarian Reform and Rural Development under FAO sponsorship.

34. The regional commissions provide assistance to Governments on the development of land policies, planning and legislation. Specific activities include:

(a) Preparation of specialized maps and related activities (ECA in co-operation with the United Nations, ESCAP, UNESCO and the African Geological Association);

(b) Studies on changes in agrarian structures and land tenure policies in Africa (ECA in co-operation with UNCTAD, UNIDO, FAO and others);

(c) Land-use planning and policies for human settlements; urban renewal and the quality of life (ECE);

(d) Implementation of land and water development projects (ECWA in co-operation with FAO);

(e) Urban land-use and control policies and programmes (ESCAP).

35. Spatial policies and structures are relevant to land policies. The World Bank has specific studies 5/ under way on the practical issues raised by land acquisition, valuation, taxation and tenure arrangements. In urban projects, activities relating to land policy and use, including local regulations, plot use and plot size, cadastral surveys and land registration are also part of the integrated approach to urban development being promoted by the World Bank.

36. Other related aspects of land are dealt by other bodies and agencies. ILO and FAO have been studying peasant farming and communal land systems in order to determine the relative effectiveness of

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4/ E/AC.51/83, April 1977

5/ World Bank Staff Working Paper No.283 - Urban Land Policy Issues and Opportunities - May 1978.

each strategy in reducing poverty. ICAO is concerned with land-use planning in the vicinity of airports; WMO has carried out studies on the application of meteorology to land-use planning; UNDRO, in co-operation with UNEP, has carried out studies on land-use planning and control for disaster-prone areas; FAO is involved with land tenure and production structures and changes in agrarian structures, soil and water conservation, assessment of soil degradation, and other related aspects of land preservation and reclamation, as well as land-settlement policy, planning and implementation. UNEP, FAO and UNESCO in co-operation are preparing a world map of desertification; WFP is involved in land development, improvement and settlements at national levels, and UNHCR deals with land aspects from the point of view of settlement of refugees.

5. Public participation

37. Recommendation E.1 of the Habitat Conference states that public participation should be an indispensable element in human settlements, especially in planning strategies and in their formulation, implementation and management; it should influence all levels of Government in the decision-making process to further the political, social and economic growth of human settlements. Other related recommendations (E.1-E.6) deal with participation in the planning process; two-way flows of information; wide involvement; new forms of participation; and mobilization of resources.

38. Public participation in the activities of the United Nations varies depending upon the objectives of the agency or body concerned. However, in many project-oriented activities involve public participation not only at the formulation stage, but also in the actual implementation, e.g. slum and squatter settlement upgrading projects and rural settlement self-help projects. The impact of public participation depends mainly on the attitudes and commitments of both the individual citizens and the Governments concerned.

39. The former_CHBP has undertaken, in co-oepration with WFP, field projects to promote public participation. Establishing communication services for mobilizing popular participation is one of the concerns of FAO, in co-operation with UNDP and UNFPA. FAO's programmes and activities in relation to people's participation include institutional structures for people's participation, promotion of people's organizations for such participation (e.g. co-operatives, peasant organizations, etc.), programmes to promote the role of women in development and a large programme of rural training for increased participation of the rural poor, women and rural youth and especially grass-roots level training. FAO's home economics courses for training of rural workers also stress public participation. Similarly, Vision Habitat is providing a useful service in highlighting, through mass media, the advantages of community participation in community development projects.

40. Some organizations have played a significant role, in terms of public participation, at the planning, implementation and supporting stages of social services programmes and projects. UNICEF, in its support for community development, has organized day-care centres and pilot community-based projects in health care. WHO is carrying out a programme for health care delivery systems as an integral part of rural community development. UNEP's demonstration projects for improving slums and marginal settlements in the Philippines and Indonesia are based on public participation.

41. At the construction stages, UNESCO has assisted public initiative and participation in the construction of schools, in co-operation with other agencies. The World Bank, through its site and service and squatter upgrading programmes, aims to promote and increase the role of public participation in the construction of dwellings.

42. Strengthening of co-operatives is another means of increasing public participation. ILO's programme in this respect also aims at ensuring a better income distribution through projects where members of the co-operatives have organized self-help housing activities.

Similarly, FAO is developing agrarian reform co-operatives, and has the biggest programme in the whole of the United Nations system in the field of rural and agricultural cooperatives and other farmers' organizations for agricultural production, marketing, credit, processing, training, etc.

43. Public participation is also dealt with by UNESCO, through studies aimed at developing access to and utilization of information on the issues involved by the people concerned, as well as studies and experiments involving special audiovisual programmes and studies on public participation in decisions concerning the renovation of the centres of old towns, as well as on the environmental aspects of new settlements. WHO is organizing inter-disciplinary workshops aimed at strengthening and improving collaborative efforts at all levels in the area of education to improve the quality of life.

6. Institutions and management

44. Recommendation F.1 of the Habitat Conference states that there must be institutions at national, ministerial and other appropriate levels of government responsible for the formulation and implementation of settlement policies and strategies for national, regional and local development. Other related recommendations (F.2-F.10) deal with co-ordination of physical and socio-economic planning institutions; institutional change; special institutions; incentives for participation management of settlements; human resources; financial arrangement; reaching the people; and settlement laws and regulations.

45. The activities of the United Nations system in this area are often integral parts of related activities in settlement planning, housing finance, infrastructure and services, etc. Generally, four types of activities in the area of institutions and management can be identified: setting up new institutions or strengthening existing ones; training officials and technicians; providing for exchange of information; and carrying out studies on institutional needs and capabilities.

46. UNHHSF has provided seed capital and related technical assistance for housing finance facilities in Bolivia, Botswana, Ethiopia, Kenya, the Philippines, Indonesia and the Yemen Arab Republic. UNHHSF is also organizing, in collaboration with UNEP, regional conferences on human settlements finance and management. The first two were held at Nairobi (October 1978) and Mexico City (November - December 1978).

47. The former UNCHBP has also undertaken several activities in this area:

(a) Information referral service (in co-operation with the regional commissions);

(b) Classification and distribution of information in the building field (in co-operation with the regional commissions, UNIDO, ILO, FAO, WHO, the International Organization for Standardization, amongst others);

(c) Publicational a human settlements bulletin;

(d) Comparative study on legal and institutional structures dealing with development in human settlements;

(e) Development of simplified administrative structures for implementing housing policies in human settlements (in co-operation with regional commissions);

(f) Fourteen field projects to strengthen institutions and management (in co-operation with UNIDO and several development banks).

48. Assistance is also provided to the Governments through the regional commissions on various aspects of institutions and management, some as listed above. Other specific activities include:

(a) Study of the role of domestic financial institutions in development (ECA in co-operation with various agencies and the African Development Bank);

(b) Development of national and multi-national statistics and economic information services (ECA in co-operation with various agencies);

(c) Training seminar on building construction; training for development; fellowship programmes and training facilities; manpower and employment planning and management; development of administrative and managerial capacity in public and parastatal organizations (ECA in co-operation with other agencies);

(d) Housing management problems; catalogues of structural systems and building components; and directories of information centres, approved agencies and other institutions concerned with building regulations (ECE);

(e) Study of manpower supply and demand in the ECWA countries, present and future prospects; advisory services and substantive support (ECWA in co-operation with UNDP and UNEP);

(f) Strengthening of the regional housing centres in India and Indonesia; and seminar on the organization and functions of regional development authorities for the developing countries of the ESCAP region (ESCAP in co-operation with other agencies).

49. Activities aimed at training officials and technicians also often involve the establishment or strengthening of institutions. UNESCO has programmes for the training of architects, engineers and town planners, and in co-operation with UNEP, for the training of human settlements managers; ILO is active in the area of vocational training; FAO provides training in agrarian reform and settlement of farmers; UNIDO in industrial management; and UNICEF in the area of child care and family planning; the Economic Development Institute of the World Bank arranges courses for senior officials from developing countries on various aspects of human settlements. Furthermore the World Bank assists in establishing new institutions or strengthening existing ones in the urban development projects in developing countries.

50. Exchange of experience, as a means of solving human settlements problems, has been the concern of several organizations. UNEP and UNHHSP have organized study tours on marginal settlements to five

countries in the ESCAP region, on general development of human settlements in China, and on rural settlements in Latin America and Russia.

51. The United Nations system provides for co-ordinating regional information networks and for developing methodologies for surveying needs and capabilities in human settlements. The International Referral System of UNEP is now in operation, providing information sources on various topics to any individual user of information; Vision Habitat is providing a useful multi-media service on various aspects, including environmental issues, related to human settlements; and UNESCO is involved in preparing a feasibility study on the setting up of an international information system for architects and planners.

B. SUMMARY OF THE ACTIVITIES OF UNITED NATIONS ORGANIZATIONS AND BODIES RELATING TO HUMAN SETTLEMENTS

52. This section is divided into two parts, dealing respectively with those organizations which have received a mandate under General Assembly resolution 32/162 - i.e. the Habitat Centre, the regional commissions and UNEP - and other organizations and bodies.

1. Organizations with a mandate under General Assembly resolution 32/162

(a) United Nations Centre for Human Settlements (Habitat)

53. The functions 6/ of the United Nations Centre for Human Settlements (Habitat) are, among others:

(a) To service the Commission on Human Settlements and to serve as a focal point for action, co-ordination and evaluation of human settlements activities in the United Nations system.

(b) To assist the Commission on Human Settlements in co-ordinating human settlements activities in the United Nations system, to keep them under review and to assess their effectiveness;

6/ Secretary-General's Bulletin ST/SGB/168, October 1978

(c) To execute human settlements projects funded by UNDP, funds in trust and other contributions;

(d) To deal with interregional human settlements matters;

(e) To promote collaboration with, and the involvement of, the scientific community concerned with human settlements.

54. The following organizational changes accompany the establishing of UNCHS:

(a) The former CHBP has been absorbed into UNCHS;

(b) UNHHSF has been transferred from UNEP to UNCHS;

(c) Related functions of the Department of Technical Co-operation for Development have been transferred to UNCHS;

(d) Related functions of the Division of Environmental Management of UNEP have been transferred to UNCHS.

55. UNCHS will deal with all the six major subject areas as its six main subprogrammes. 1/ The trend in the allocation of resources over the plan period 1980-83, shows that shelter, infrastructure and services subprogramme will be allocated the highest amount; land the lowest amount; while the other four subprogrammes will have almost equal allocation of resources. The past activities of the main components of the Centre are dealt with below.

(i) United Nations Habitat and Human Settlements Foundation (UNHHSF)

56. UNHHSF was established, as from 1 January 1975, by General Assembly resolution 3327(XXIX). Its primary objective is to assist in strengthening national environmental programmes relating to human settlements, particularly in developing countries, through the provision of seed capital and the extension of the necessary technical and financial assistance to permit an effective mobilization of domestic resources for human habitat and for environmental design and the improvement of human settlements.

1/ Medium-term plan for the period 1980-1983: A/33/6(Part 16), pp.9-35

57. The eleven activities of UNHHSF recorded at the time of this report, with a total cost of $1,196,500, were mainly of short national-level activities in the field of housing finance. One of these was carried out in collaboration with ECA and one with an NGO (ACOSCA). Among other activities the Foundation is working in ten on-going projects and a series of four regional meetings.

58. The medium-term plan (1980-1983) states that UNHHSF will concentrate on three subject areas relevant to the Foundation's mandate, namely (i) shelter, infrastructure and services, (ii) public participation, and (iii) institutions and management. The expected impacts of these activities, inter alia, will be to (i) provide technical and financial assistance to developing countries (ii) assist in providing built-in mechanisms for simultaneously encouraging the mobilization of savings and other self-help devices for human settlements purposes, and (iii) assist in establishing new institutions or strengthening existing ones, particularly financial institutions, at the national level for mobilization of domestic and external resources.

(ii) United Nations Centre for Housing, Building and Planning

59. The major responsibility in the field of human settlements within the United Nations system has in the past been with the former Centre for Housing, Building and Planning of the Department of Economic and Social Affairs.

60. According to the report 8/ on technical co-operation projects (1975-1977) in the field of housing, building and planning, the former CHBP carried out larger-scale multi-sectoral projects, as noted in the 1975 report to the Committee on Housing, Building and Planning (E/C.6/146). Ninety-five projects at a total cost of $57,196,000 were under execution by CHBP during 1975-1976, 13 of them in the field of national settlements policies and strategies; 22 were in the field of settlement planning; 31 were in shelter, infrastructure and services (including housing, site and services and building projects); seven were

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8/ Technical co-operation activities of the Centre for Housing, Building and Planning. (E/C/1114)

concerned primarily with institutions and management; and one in information exchange; two were on public administration. No projects were listed under "land", but there was a land component in most of the technical co-operation projects.

61. The following subprogramme elements formerly expected to be completed by CHBP in 1978-1979 9/ will be carried out by UNCHS:

(a) Report on national settlement policies formulation;

(b) Report on the recapture of plus value of land by public bodies;

(c) Report on the integration of physical planning with over-all socio-economic development;

(d) Development of physical planning standards for human settlements: criteria and methodology;

(e) Preparation of guidelines on policy and action proposals for upgrading squatter settlements;

(f) Review of current policy trends in the building sector Legislative measures in building:

(i) Directory of research and educational institutions as well as professionals in the field of human settlements;

(ii) Directory of information sources on human settlements. Support for technical co-operation.

62. For 1978-1979, the shelter, infrastructure and services subprogramme will be allocated the highest amount, $22,595,000 (31.7 per cent) for 23 projects, while land and public participation will be allocated the lowest amounts of about $2.8 million and $4.0 million respectively.

(b) The regional commissions 10/

63. The five United Nations regional commissions are responsible, inter alia, for the promotion of subregional and regional co-operation among their respective member States. Since the Habitat Conference and

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9/ Medium-term plan (1980-1983) A/33/6 (Part 16/Corr.1)

10/ Activities of the United Nations system in human settlements (E/AC.51/83).

and the follow-up resolutions adopted by the Economic and Social Council and the General Assembly, the regional Commissions have been giving active consideration to ways and means of implementing the recommendation concerned. The activities of the five commissions in the field of human settlements will be increased and strengthened as a result of the new responsibilities assigned to them by General Assembly resolution 32/162. The resources currently available to the regional commissions from the regular budget are insufficient to cope with the expanded scope of the work programme resulting from the Habitat Conference. 11/ However, it is anticipated that extrabudgetary resources will be made available.

(i) Economic Commission for Africa (ECA)

64. Human settlements is one of the 14 programmes of ECA. This programme is carried out by the Housing, Construction and Physical Planning Section of the ECA/UNIDO Industry Division as the secretariat unit. The Regional Meeting on Human Settlements held at Addis Ababa in October 1978 reaffirmed Commission resolution 316(XIII) of 1 March 1977, establishing the Intergovernmental Regional Committee on Human Settlements and a unit to service it within the ECA secretariat, and General Assembly resolution 32/162 as setting forth the terms of reference of the Regional Committee and the servicing unit. The meeting further recommended that African Governments should establish or consolidate, at the highest possible level, institutions created specifically to formulate or implement, evaluate and, if necessary, revise human settlements policies adopted by the Habitat Conference, the General Assembly and the Conference of Ministers of ECA (See E/CN.14/ECO/162).

65. The total cost of the recorded 30 human settlements activities in which ECA co-operated was about $6,568,000. UNEP co-operated in three of these activities, namely (i) Identification of major environmental problems in Africa and research into solutions thereto, (ii) building research and standardization and (iii) survey of leading institutions dealing with

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11/ Medium-term plan for the period 1980-1983; A/33/6 (Part 16)

human settlements technology. Other activities emphasize policies and programmes for housing construction, physical planning and urban development and for improving financial mechanisms and increasing inflow of capital. ECA and UNEP plan to undertake a joint programme on human settlements technology, and a programme with UNHHSF on housing finance.

66. For the biennium 1978-1979, the human settlements programme of ECA consists of three subprogrammes (Official Records of the General Assembly, Thirty-second Session, Supplement No.6(A/32/6)), namely physical planning, financing and building materials. The programme elements and outputs planned for the biennium are outlined in paragraph 9.22. The regular budget for the programme showed the 1976-1977 appropriation as $235,200, while the 1978-1979 estimates were $295,100. Each subprogramme being allocated one third of the programme resources. The trend in allocation of resources to the six subprogrammes during the medium-term plan 1980-1983 shows that shelter, infrastructure and services will have the highest amount (44, 50 and 50 per cent respectively) over the two biennium, while land and public participation will have the lowest amounts.

(ii) Economic Commission for Europe (ECE)

67. Human settlements is one of 10 programmes of ECE, and is carried out by a section of the ECE Environment and Human Settlements Division. It is reviewed by the ECE Committee on Housing, Building and Planning, which meets every year. The medium-term plan for 1980-1983 has not yet been approved by this body, but reflects in general terms the programme of work for 1977-1982, adopted by the Committee at its September 1977 session. Two general rapporteurs are presently reviewing the scope and orientation of the programme activities to take fully into account the outcome of the Habitat Conference and the provisions of General Assembly resolution 32/162.

68. Most of the 45 ECE activities, which deal with planning and development, energy, housing finance and housing finance policy, building materials and products and the construction industry, are continuous in nature and

spread over a number of years. They are expected to reduce demand for energy resources in the ECE region, lead to improvements in the working environment in the building materials and construction industries, and in general bring about a substantial improvement in environmental quality.

69. The human settlements programme of ECE for the biennium 1978-1979 (Supplement No.6 (A/32/6)) consists of five subprogrammes namely perspectives and long-term planning, selected socio-economic problems in housing, study of selected problems of building materials and construction, promotion of international trade in building products and know-how, and integrated human settlements planning and development. The programme elements and outputs planned for the biennium are outlined in paragraph 6.18 of the proposed programme budget.

70. The 1976-1977 appropriation for the programme under the regular budget was $698,000, while the 1978-1979 estimates were $893,300, giving a rate of real growth of 10.5 per cent. The five subprogrammes received respectively 16, 18, 19, 16 and 31 per cent of programme resources. The trend in allocation of resources over the plan period 1980-1983, for the five subprogrammes, shows that the highest amounts (37, 31 and 31 per cent) will be allocated to the integrated planning and development subprogramme, and the lowest amount to the housing and building materials and construction subprogrammes.

(iii) Economic Commission for Latin America (ECLA)

71. Under ECLA resolution 378(XVII) of 5 May 1977, which approved the ECLA regional human settlements programme, a regional meeting is envisaged for the specific purpose of evaluating the progress of the regional programme. A Habitat/ECLA Unit is expected to be in operation by 1979.

72. By the same resolution, the countries of the region identified the following subjects as requiring urgent action:

(a) Social and economic aspects of the human habitat in Latin America:

(b) Popular participation;

(c) Territorial planning applicable to decentralization strategies;

(d) Evaluation of the environmental impact of economic and infrastructure projects over human settlements.

73. The regional human settlements programme, 12/ which is one of the sixteen programmes of the Economic Commission, established since June 1977, is being supported from extrabudgetary sources provided by the UNEP/ECLA human settlements technology programme ($670,000, UNEP's contribution $620,000) and the CIDA/ECLA project on social problems of the human environment in Latin America ($500,000). Another project, on urban planning research has a budget of $480,000. The trend in allocation of resources for the plan period 1980-1983 is evenly spread over the first three Habitat subprogrammes, ranging from 20 to 30 per cent, while the last three subprogrammes range from 10 to 15 per cent of the total budget.

(iv) Economic Commission for Western Asia (ECWA)

74. Human settlements is one of the 13 programmes of the Economic Commission for Western Asia (ECWA), and is carried out by the Social Development and Human Settlements Division. The medium-term plan (1980-1983) was due to be submitted to the fifth session of Economic Commission in October 1978.

75. The human settlements programme of ECWA for the biennium 1978-1979 (Supplement No.6 (AC/32/6)) consists of three subprogrammes, namely (1) Formulation of low-cost housing policies, (2) Urbanization and urban planning, and (3) Rural Settlement Planning. The 19 activities recorded (total cost $1,436,100) were related, inter alia, to fields such as: population, water resources, rural development and studies on the economic and social conditions of the Palestinian people in the countries of Western Asia and other Arabic nations.

76. The main sub-programme for 1980-1983 will be on human settlements planning, and is expected to facilitate the full integration of elaborate human settlements policies into the national development plans of one

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12/ Medium-term plan (1980-1983) A/33/6 (Part 16)

or two countries in the region. The regular budget for the programme showed the 1976-1977 regular budget appropriations for the programme to be $399,700, while the 1978-1979 estimates were $458,000, giving no real rate of growth in the regular budget. The programme is expected to have a budget of $305,100 for 1983.

(v) Economic and Social Commission for Asia and the Pacific (ESCAP)

77. Human settlements is one of the 14 programmes of activity of ESCAP, and is carried out by the Housing, Building and Planning Section of the ESCAP/UNIDO Division of Industry, Housing and Technology. The Commission at its thirty-fourth session adopted resolution 184(XXXIV) on human settlements, which states the measures to be taken by the secretariat to implement General Assembly resolution 32/162 at the regional level.

78. The Regional Conference on human settlements held at Bangkok in May 1977 decided that ESCAP should co-ordinate its activities on human settlements in order to make its role more effective. Accordingly, ESCAP has set up an inter-agency task force on human settlements in which the following organizations are represented: UNCHR, UNDP, UNEP, FAO, ICAO, UNICEF, WHO, World Bank.

79. The total cost of the nineteen human settlements activities of ESCAP was about $4,501,000. UNEP co-operated in four activities, namely the seminar on the integration of local resources development with the development of human settlements in 1977, the Meeting of Directors of Building Research Institutes and Development Organizations in 1976, support for the regional post-Vancouver meeting (1977) and the activities dealt with, inter alia, human settlements planning; slum, squatter and rural settlements; land use policies; shelter, infrastructure and services; and strengthening of regional housing centres.

80. The human settlements programme of ESCAP for the biennium 1978-1979 (Supplement No.6 (A/32/6)) consists of about ten activities. It is expected that the programme will help in alleviating the problems of

slums and squatter and facilitate access by isolated rural villages and districts to essential community facilities and services.

81. The proposed programme for 1980-1983 13/ will have only one subprogramme, development of human settlements, with three main activities: housing and related community facilities, building and building materials development, and urban and regional development.

(c) United Nations Environment Programme (UNEP)

82. The past mandate for UNEP's responsibility in the area of human settlements is contained in the Declaration of the United Nations Conference on the Human Environment, which was drawn to the attention of Governments by General Assembly resolution 2994(XXVII) and in the Action Plan for the Human Environment which the Assembly, by the same resolution, referred to the Governing Council of UNEP for appropriate action. The Conference recommended that "The planning, improvement and management of rural and urban settlements demand an approach, at all levels, which embraces all aspects of the human environment, both natural and man-made". 14/

83. The more recent legislative authority for UNEP human settlements activities can be found in General Assembly resolution 32/162 which established UNCHS, and recognized UNEP's responsibilities for the environmental aspects and consequences of human settlement planning.

84. UNEP's programme in the area of human settlements (UNEP Report No.1/1977) has been dealt with under two main concentration areas, general development of human settlements and human settlements technology. Activities undertaken under this programme are outlined in the compedium of approved projects from 1973 to March 1978 15/. The primary objective of UNEP has been to establish a conceptual framework for the relationship between human settlements as ecosystems and human settlements technology. The aim has been to formulate strategies for the planning, development and management of settlements which promote self-sustainment through the

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13/ Medium-term plan

14/ United Nations Publication, Sales No.E.73.LT.A.14, p.6

15/ UNEP/FUND/P.A./5

appropriate use of resources and the integration of socio-cultural, environmental and economic factors.

85. Since 1973, UNEP's contribution to twenty-one projects in the area of general development of human settlements, with a total contribution of $39,231,630, has been about $3,927,574, or 10 per cent, while its contribution to fifteen projects in the area of human settlements technology, with a total cost of $2,396,145, has been about $1,940,332, or 80 per cent, giving a total contribution of $5,867,906 (about 14 per cent) to 36 projects with a total cost of $41,627,815.

86. UNEP's medium-term plan 16/ for its human settlements subprogramme will be finalized after discussions with the Habitat Centre in March 1979. In order to reflect more adequately the mandate given by the General Assembly in resolution 32/162, the Executive Directors of UNEP and UNCHS have proposed amendments to the objectives and strategies in the human settlements area.17/

87. In 1977 and 1978, UNEP held joint programming exercises with the regional commissions, and will reorient its activities in the area of human settlements to those aspects covered by General Assembly resolution 32/162.

2. Other United Nations agencies and organizations

(a) United Nations Centre for Natural Resources, Energy and Transport

88. The Centre for Natural Resources, Energy and Transport of the Department of International Economic and Social Affairs deals with, as the name implies, programmes related to natural resources, energy and transport, which are central to the planning, development and management of human settlements, including the environmental aspects and consequences.

89. The proposed programme budget for biennium 1978-1979 18/ on the transport programme outlines the revised subprogramme and the budget to deal with (i) critical issues in the transport sector for the 1980s;

16/ Medium-term plan (1980-1983) A/33/6 (Part 14)

17/ See document UNEP/GC.7/7, para.62

18/ Proposed Programme Budget for the Biennium 1978-1979; A/C.5/32/26 November 1977

(ii) Review of technological developments in the field of transport of significance to developing countries; (iii) Preparation of biannual transport bulletin; (iv) Inventory of transport economics and technology studies; (v) Mass transport systems; and (vi) Substantive co-ordination of activities of the concerned agencies and regional commissions in the field of transport.

(b) United Nations Office for Science and Technology

90. The Office for Science and Technology, through its activities as the Secretariat of the Advisory Committee on the Application of Science and Technology to Development (ACAST), has been involved with the issues of appropriate technology, including those related to helping small communities to achieve better utilization of human and natural resources in a context of self-reliance; to avoiding environmental damage and improving the quality of life; to avoiding excessive consumption of energy; to creating employment; and to economizing on investments (domestic savings) and foreign exchange.

(c) Office of the United Nations Disaster Relief Co-ordinator

91. The two main programmes of activity of the office of the United Nations Disaster Relief Co-ordinator (UNDRO) are (i) disaster relief co-ordination; and (ii) disaster prevention and preparedness.

92. Under these two programmes UNDRO emphasizes both preventive and curative measures to safeguard human settlements in disaster-prone areas. One such measure is as outlined under subprogramme 2.2, national pre-disaster planning and preparedness. Jointly with UNEP, UNDRO has developed three mannuals entitled "Guidelines for Disaster Prevention". The 1976-1977 appropriations for the two programmes were $1,155,200 while the 1978-1979 estimates were $1,885,900, showing a significant rate of real growth in the regular budget.

(d) United Nations Industrial Development Organization (UNIDO)

93. The objectives and mandate of UNIDO, outline specific activities on assisting developing countries to initiate or accelerate the process of industrialization. Within this framework, UNIDO has established the

International Centre for Industrial Studies (ICI). The Centre has the flexibility to respond to priority initiatives within the United Nations system while continuing its industrial development research and study programmes, including those in human settlements technology.

94. A number of UNIDO's operation fields of activities are related to human settlements. The total cost of the ten activities recorded, mostly in collaboration with UNDP, was about $1,220,000. These activities, intended for national impact, included building materials, industrial construction, industrial development of building materials and a pilot demonstration project on processing and use of plastic as a building material.

(e) United Nations Children's Fund (UNICEF)

95. Sixty-four recorded activities of UNICEF conducted in collaboration with various United Nations agencies, for example, UNDP, WHO, FAO, UNESCO and the World Bank, with a total cost of $143,753,000, have an impact in the field of human settlements at the national, regional and global levels. The activities include services for children, social planning, health services, nutrition education and post-basic nursing. While in the past most UNICEF-aided activities have been sectoral and have taken place in rural areas, assisted programmes did have an impact in urban areas as well. Since 1971 UNICEF has made it a policy specifically to assist integrated social development activities for mothers and children in urban slums and squatter settlements; it is now increasing to roughly three times the overall average level of UNICEF aid per child.

(f) United Nations Development Programme

96. UNDP is the principal organization in the United Nations system for providing multilateral technical co-operation at the national level in the area of human settlements. It is primarily concerned with the development of the necessary infrastructural services and facilities to improve the quality of life in developing countries.

97. UNDP, through the former Office of Technical Co-operation (OTC) of the United Nations Secretariat has been involved in numerous technical

co-operation programmes and projects concerned with the planning, education and training, development of transportation systems, administration of housing schemes, development of sites and services projects, surveys of building materials, water supply and sewerage, all of which are basic to the establishment of human settlements. UNDP has also been involved in providing assistance towards the establishment of banks and other arrangements which will facilitate credit for settlement schemes. OTC has transferred its human settlements responsibilities to UNCHS (Habitat) as from 1 January 1979.

98. The compendium of UNDP projects approved as of 30 June 1977 showed a total of 122 projects over the last 10 years relating to housing, building and physical planning, at a total cost of $84,314,331, with a UNDP contribution of $33,640,446 and counterpart contributions of $50,673,885. These projects have national, regional, interregional and global impacts and have been carried out in co-operation with various United Nations agencies.

(g) World Food Programme (WFP)

99. WFP is one of the larger supporters of human settlements projects in the developing countries within the United Nations system. WFP-assisted projects are categorized into six main types, namely (i) housing, building, public amenities, (ii) land settlement, (iii) refugee settlement, (iv) community development, (v) transportation and communications, and (vi) public health works. WFP assistance is allocated exclusively on a project basis.

100. From the inception of its operations in 1963 to October 1975, about $471 million of WFP aid had been allocated, amounting to 22 per cent of its total commitments, to over 300 development projects directly related to the creation or improvement of human settlements, 19/ involving about 14 million beneficiaries. If projects relating to the improvement and preservation of the natural ennvironment are added, the total amount of WFP aid increased to about $937 million, amounting to 43 per cent of the programme's commitments over 1963 to 1975 for over 500 projects which provide assistance to over 22 million beneficiaries.

(h) United Nations Fund for Population Activities (UNFPA)

101. UNFPA is assigned the leading role in the United Nations system in promoting population programmes. Its functions include:

(a) Building up the knowledge and the capacity to respond to national, regional, interregional and global needs in the population and family planning fields;

(b) Promoting awareness of the social, economic and environmental implications of national and international population problems.

102. Eight recorded activities of UNFPA, with a total cost of $646,400, are related to human settlements. They included a survey on international migration and human resources, studies on the relationship between population and environment, regional seminar on environment and population dimensions of human settlements in South-east Asia. The last activity was carried out in collaboration with UNEP and UNDP.

(i) Office of the United Nations High Commissioner for Refugees (UNHCR)

103. UNHCR, among other measures of assistance to refugees and displaced persons, helps refugees to become self-supporting in the country where they have been granted asylum. In developing countries this often means assisting tens of thousands of persons of rural origin to resettle on the land. This leads to the formulation of complex rural development projects involving a heavy input of international funds, to be implemented over periods of several years.

104. Eleven recorded activities of UNHCR, most of them at the national level, are related to the field of human settlements. Their total cost was about $22,560,000, and they dealt mainly with refugee settlements and centres, displaced persons, temporary rural centres and re-establishment of agriculturally orientated societies.

(j) United Nations Institute for Training and Research (UNITAR)

105. Amongst its various programmes, UNITAR has supported activities in the field of energy, especially non-conventional sources and new technologies.

(k) United Nations University (UNU)

106. Since 1976, the United Nations University selected three areas of priority for the University Work: world hunger; human social development (including traditional or pre-industrial technologies); and the use and management of natural resources. These topics are investigated by networks of institutions selected by UNU.

(l) International Labour Organisation (ILO)

107. The ILO's role in human settlements, including the provision of shelter and its infrastructure, is directly reflected in its activities towards the fulfilment of the basic needs for employment and improved income distribution, as well as in its traditional activities for the improvement of the working environment that constitutes a major component of human settlements.

108. Forty-two recorded activities of the ILO related to the field of human settlements had a total cost of about $7,004,500, of which UNEP's contribution to one activity dealing with studies on the urban informal sector in developing countries amounted to $250,000. In the execution of these studies, which included housing construction and employment, a symposium on the working environment, working and living conditions in rural areas, equality for women, strengthening social infrastructure, and building materials and techniques, the ILO collaborated with various United Nations agencies, including UNDP, WHO, UNFPA, UNEP, and with other agencies such as SIDA and NORAD. The technical programmes of the ILO as outlined in the programme budget for the biennium 1976-1977 20/ indicate the emphasis and areas of impact as regards working conditions and environment, human settlements technology and training, amongst others.

(m) Food and Agriculture Organization (FAO)

109. FAO has programmes and activities in rural human settlements. The first area of activity relates to improving the physical basis for rural settlements. Its activities in this regard cover the fields of

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20/ Programme and Budget for the Biennium 1976-1977 (55th-Financial Period) ILO

land policy, land use, soil conservation and improved soil fertility, land reclamation and development, cadastral survey, land allocation and land settlement; water development and management, forestry and energy. It is also concerned with providing the basic physical infrastructure for agricultural and rural development and settlement, including irrigation, storage, processing facilities, etc.

110. A second area of activity directly related to human settlements is that of land settlement - in the expanding frontier of new rural land settlement. FAO is the lead agency within the United Nations family for land settlement and re-settlement, and in this respect covers all aspects of settlement policy, planning and implementation. These include settlement planning, social and institutional planning for settlement, land use and agricultural planning and implementation in new rural settlements.

111. A third area of activity relates to the improvement of living conditions in the rural areas, i.e. in existing rural settlements. One of the basic objectives of FAO, embodied in the preamble of its constitution, is to "better the conditions of rural populations". It is concerned with increasing production and employment and the better distribution of their benefits. It is also concerned with the living conditions and improved family living in the rural areas and with supporting social programmes therefor. In broader terms, it is concerned with agrarian reform and rural development (to better the conditions of life in rural human settlement), for which it is presently the lead agency within the United Nations system. In this connection is is sponsoring the World Conference on Agrarian Reform and Rural Development, in cooperation with the other United Nations agencies, to be held in July 1979.

112. The fourth area of its activities relating to human settlements is in the field of human settlement technology. Here FAO is concerned with developing and disseminating appropriate forms of technology in relation to all the aspects discussed above, namely, land development and agricultural technology, land reclamation and settlement technology,

and technology relating to improvement of human living conditions in rural settlements such as technology relating to better food processing, preservation and preparation, nutrition, better family living, etc.

113. Since these activities impinge on the related activities of other United Nations agencies, they are carried out in collaboration, as appropriate, with other United Nations agencies, such as UNDP, WFP, ILO, UNFPA, UNESCO, WHO, UNEP and UNCHS.

(n) United Nations Educational, Scientific and Cultural Organization

114. UNESCO is involved with a variety of aspects of human settlements, including scientific and technological research and training, educational policies and planning, the interrelationships between human settlements and terrestrial eco-systems, the scientific aspects of water resources development and the preservation of cultural heritage.

115. The General Conference at its nineteenth session 21/ adopted, inter alia, the following main objectives, which relate to human settlements activities, under the man and his environmental programme:

(a) Development of scientific and technological research and training and promotion of international and regional co-operation in the field of science and appropriate technology;

(b) Improvement of knowledge of terrestrial biological resources and interrelationships between human activities and terrestrial ecosystems;

(c) Improvement of knowledge concerning the ecological, social, moral and cultural implications of the interrelationships between man and his environment and quest for a "better design for living" in human settlements;

(d) Promotion of the preservation of the cultural and natural heritage of mankind.

116. The UNEP/UNESCO/MAB programme of integrated ecological studies of human settlements as a basis for decision-making places particular

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21/ Medium-term plan (1977-1982) 19C/Chapter III - Approved

emphasis on the interactions between human settlements and their surrounding environments, including component studies on agricultural production and policy making in the urban/rural fringe, settlement schemes, recreational areas, green belts, conservation units, waste management, nutrient recycling, etc. The programme for objective (c) above will consist of the following themes over the six-year plan period:

(a) Human settlements considered as ecological system;
(b) Decisions in the management of human settlements;
(c) Relationship between the quality of life and human settlements;
(d) Cultural characteristics of human settlements;
(e) Training of architects and town-planners;
(f) Training of human settlements managers.

117. Activities show that the total cost UNESCO's 30 past and ongoing related to human settlements activities was about $7,916,245, and UNEP's contribution was about $1,650,000 (21 per cent) of the total cost. Within the broad framework of the objectives and the programme actions, the proposed draft programme and budget for 1979-1980 allocates $2,935,800 to these themes, with a contribution from UNEP of $480,000.

(c) World Health Organization (WHO)

118. In 1961 a WHO Expert Committee on the Public Health Aspects of Housing 22/ considered the broad relationship of housing with health and defined the fundamental requirements of healthful housing. Since then WHO has been involved in improving housing and environment from the point of view of health aspects, and in 1966 established an Expert Committee for the Appraisal of the Hygenic Quality of Housing and its Environment. 23/

119. During the technical discussions held at the twenty-ninth World Health Assembly in 1976, 24/ a general objective agreed by the participants

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22/ WHO Technical Report Series No.225, 1961

23/ WHO Technical Report Series No.353, 1976

24/ Health Aspects of Human Settlements; Public Health Paper No.66, WHO, 1977

was to ensure that health is accepted as an integral part of planning and development of human settlements at the local, national and international level. Three priority health needs were defined, namely water and waste disposal, nutrition, and health care in human settlements, and activities to meet these needs related to, inter alia, environmental and human settlements health criteria, national sector studies on community supply and waste disposal, and provision of basic sanitary services and health care delivery systems.

120. The most recent mandate of WHO, as stated by the twenty-ninth World Health Assembly in May 1976, refers to:

- High priority to collaboration with member States on programmes aimed at studying and solving population growth and health and environmental problems in human settlements
- Strengthening and co-ordinating research on the effects on health of the physical and social environment of human settlements
- Preparing appropriate environmental health criteria pertaining to housing, the residential environment and human settlements
- Building up an information system, based on information from member States, on all health aspects of human settlements.

(p) World Bank (WB)

121. The World Bank Group, consisting of three financial institutions, International Bank for Reconstruction and Development (IBRD), the International Finance Development (IFC) and the International Development Association (IDA), is the principal agency within the United Nations system for the provision of financial aid to developing countries.

122. The World Bank deals with several aspects of human settlements, and since 1972 it has had a programme of project activities directed specifically to urbanization problems. 25/ This programme has so far involved projects in over 35 countries and a substantially larger number

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25/ Urbanization, Sector Working Paper; World Bank; June 1972

of urban centres including site and services and upgrading projects containing a variety of supporting components in health, education and employment creation, 26/ urban extension areas, integrated urban and regional projects, roads and traffic improvements, mass transit and other urban infrastructure and land development. Many other Bank-supported projects dealing with water supply, sewerage, intercity transportation, agriculture and industry have a more indirect but nonetheless significant impact on the spatial telecommunications patterns of human settlements and their development.

123. Together with other international organizations, the World Bank is presently developing standards and using improved detailed environmental considerations, criteria and tolerance levels,27/ which should be taken into account during the planning and appraisal stages of development projects relating to utilities, public health and water supply projects, among others, with special attention to the needs of the poor.

124. In collaboration with the member countries and various international aid agencies, the Bank has financed projects in the area of shelter, infrastructure and services with particular emphasis on site and service and squatter upgrading projects for the urban poor. Attention is being increasingly focused on the alleviation of extreme poverty in human settlements by such projects, a a means of directly increasing the productivity of the poorer income groups and reducing the cost of utilities, services and dwellings.

125. Loans and credits under the specific urbanization projects programme instituted in 1972 have so far totalled a little over $1 billion; the total project costs involved are roughly double this amount. These totals exclude such programmes as the water supply and sewerage projects, for which lending in 16 countries totalled $375 million in financial year 1978.

26/ Housing, Sector Policy Paper; World Bank; May 1974

27/ Environmental Health and Human Ecological Considerations in Economic Development Projects; World Bank; May 1974

(q) International Civil Aviation Organization (ICAO)

126. The International Civil Aviation Organization (ICAO), in collaboration with UNEP, ISO, WMO and WHO has carried out activities related to human settlements at a global level in the areas of aircraft noise, engine emissions, civil aviation forecasting, noise assessment, airport master planning and land-use planning.

(r) World Metrological Organization (WMO)

127. The World Metrological Organization (WMO) is involved with co-operation in the application of meteorology and climatology to the solution of related problems of human settlements.

128. Reports prepared by WMO include urban climates; building climatology; the assessment of human bioclimate; and selected papers on meteorology as related to human settlements.28/

28/ WMO/UNEP correspondence of 28.7.78; WMO, Geneva, 1978

III. HUMAN SETTLEMENTS ACTIVITIES AT THE GOVERNMENTAL, REGIONAL AND INTERGOVERNMENTAL LEVELS

A. Africa

1. General conditions

129. In comparison to other parts of the world, the level of urbanization is generally low in Africa. In 1960, about 13 percent of the African population lived in towns with 20,000 or more people. By 1970 this had increased to 16 percent, and it is expected to be as much as 20 percent by the year 2000. These regional averages, however, blur the spatial differences between the more urbanized countries and those in which the populations is mainly rural. For example, the population of the Sudan and the United Republic of Tanzania is mainly rural. In some cases there is a high degree of population concentration in one or two cities; e.g. 37 percent of the population of Zambia lives in two or three cities, while 25 percent of Egyptians live in Cairo and Alexandria. On the whole, urban population is currently growing at an average of 4 percent per annum in the region, but in places such as Lagos and Kano in Nigeria and Nairobi in Kenya, the figure is as high as 7 percent. Generally, urban population is currently growing at a faster rate than the total population.

130. Urban settlements in Africa are of two types, pre-colonial and post-colonial. The two types, however, share similar characteristics. They serve as administrative, commercial and industrial centres, and have better facilities, schools, hospitals, potable water, electricity than the surrounding rural areas. As a result of this, they generally serve as focal points for rural-urban migration which in turn leads to acute housing shortage in urban centres and results in inplanned shanty towns around the cities.

131. Generally, rural settlements have suffered neglect in the region. Consequently, few villages have the essential infrastructure and basic sanitation. Sometimes, rural settlements have been located in areas prone to environmental hazards, such as the flooding zones in Mozambique.

2. Some crucial problems

132. In virtually all the countries in the region, emphasis has been on sectoral economic planning, with little or no regard to physical planning or clearly defined urbanisation and housing policy. Although desirable, regional human settlements planning is inadequate or lacking altogether.

133. Another major problem area is that construction of housing in urban settlements is not always commensurate with population growth. This leads to housing shortages and over-crowding, particularly among lower income groups. In many parts of the region, housing development is left to individuals and private developers who can afford it, with Governments' efforts limited to provision of housing to officials. Such a situation has led to workers being exploited by landlords. In some cases, a worker has to pay as much as 40 percent of his income on housing.

134. A major constraint to the provision of adequate housing and house ownership by individuals is the inflated cost of land in urban areas. This and the high cost of building materials - most of which are currently imported constitutes a serious handicap in the implementation of human settlements plans. The use of substitute local material will obviously reduce dependency on imported materials, and make the ownership of houses less costly. In a number of countries there is adequate local expertise in the construction industry; the need for training cannot thrrefore be overemphasized.

3. Major programmes and activities

135. There is an increasing awareness of the need to incorporate environmental considerations in the planning of human settlements. At the national level, various countries have taken major steps to improve the environment of human settlements by creating government departments or ministries to assume responsibility in this area. In some cases existing ministries, such as the Ministry of Works, have been given increased responsibility to include housing. In one country, a new Ministry of Housing, Urban Development and Environment has been formed.

136. Programmes of urban renewal and slum clearance are ongoing or planned in various countries within the region. Some of these projects are supported by UNDP and UNIDO funds. One such project is the Mozambique self help housing scheme, which aims at providing infrastructure and social services and upgrading the environmental quality of an existing shanty village outside Maputo. In Lagos, Nigeria, UNDP is involved in the preparation of a master plan for city. Similar programmes exist in other major urban areas in the region. In recent years Governments in the region have begun to take active part in the provision of adequate housing for all classes of people in urban centres.

B. Asia and the Pacific

1. Main environmental conditions and problems in the region

(a) Human Settlements system at rural and urban levels

137. A striking characteristic of many developing countries in the ESCAP region is the uneven spatial distribution of their population and, subsequently, of their human settlements. Although 70 to 80 percent of the population live in rural areas, rural settlements are mostly dispersed in scattered villages. On the other hand, human settlements present at the urban level, a very skewed pattern. Many cities of the region are among the largest and the most overcrowded in the world, notably Bangkok, Calcutta, Jakarta, Manila and Seoul.

(b) Problems raised by population growth and rural urban migration and their consequences on the urbanization process

138. The population in the ESCAP region is expanding at the average rate of 2.2 percent as per year, and the urban population represents ever increasing proportions, (e.g. 18 percent in Indonesia and almost 100 percent in Singapore). This factor, coupled with the countries urgent need to industrialize, has set the urbanization process at an accelerated pace, accompanied with inevitable consequences such as:

(a) Unbalanced growth and primacy of metropolitan centres;

(b) Unserved backlogs in housing supplies as well as basic socio-economic facilities and services;

(c) Proliferation of slums and marginal settlements.

(c) Specific sectoral problems

(i) housing and its related infrastructure situation

139. The shortage of dwelling units in both urban and rural areas in the developing countries of the ESCAP regions is colossal. For the period 1980-1985 alone, the need is estimated at 30,340,000 units. The shortage of houses in India was 16 million in 1973; in urban areas of Iran it was 2 million in 1974, while at the city level, Bangkok is expected to have a shortage of 180,000 units.

140. In addition to this colossal need for dwelling units, there is also an abysmal lack of infrastructural amenities, especially in marginal settlements which are fast spreading in urban areas and absorbing up to 25 to 30 per cent of the urban population, especially in India, Indonesia, Iran, the Philippines, Sri Lanka and Thailand.

(ii) Provision of social services and distribution of development benefits

141. In many developing countries of the ESCAP region, the accelerating pace of industrialization together with the high population growth rate, the increased human pressure on land and the continuous rural-urban migration, have resulted in the hypertrophic growth of metropolises. As a consequence the bulk of provisions for socio-cultural services - e.g. health, education, recreation - as well as infrastructural facilities such as communication, electrification, transportation, and other public amenities, are concentrated in metropolitan cities and urban areas. The rural population is thus deprived of its share in development benefits.

(iii) Problems in exploiting natural resources for human settlements

Land

142. Recent trends show an expansion of urban land over other land uses. Problems of encroachment of urban land on agricultural land are particularly acute in Hong Kong. In other metropolitan areas, such as Bangkok, Dacca and Manila, urban expansion destroys the tree or mangrove cover which is needed to prevent disastrous erosion and flooding or other natural calamities.

Water

143. Lack of adequate planning of community infrastructure in urban areas and absence of proper amenities for human waste disposal in rural areas are leading to the contamination of the available drinking water and spreading epidemics diseases. About 90 per cent of the households in Indian villages depend on water sources of doubtful wholesomeness.

Renewable building materials

144. In many tropical countries of the region, wood and bamboo are largely used as building materials, particularly in rural areas. It is

estimated that about 50 per cent of the total consumption of industrial wood takes place in the construction sector. Destruction of watersheds and forested land has caused major environmental problems such as soil erosion, loss of soil fertility, droughts and floods and climatic changes. Destruction of coral reefs for limestone production has created great damage to the marine environment in Sri Lanka and in the Maldive Islands.

(iv) Applicability of environmentally sound human settlements technology

145. As millions of people in the ESCAP region are living in squatter and slum settlements where the problems of environmental degradation are most acute, application of environmentally sound material and construction technologies relevant to these settlements are of crucial importance. Relevant examples illustrating the application of this new concept are the Delhi squatter resettlement project and the slum and marginal settlement programme in the Philippines and Indonesia.

146. The second most important field of application for environmentally sound human settlements technologies is in rural areas. Improved rural building techniques promote built-in sanitary latrines, as well as the use of trass lime blocks, stabilized soil blocks and sun-dried bricks with waterproof mud plaster and treated secondary timber and bamboo for preservation. Eight regional Rural Centres have been set up in India and a Directorate of Building Research and a Rural Energy Centre have been established in Indonesia and Sri Lanka respectively.

2. Major environmental programmes and activities

(a) General planning and management measures

147. National legislation in the human settlements field adopted so far by countries in the region consists generally of various legislative acts with environmental significance rather than a single comprehensive act.

Examples are:

(a) In India, the Water Preservation and Control of Pollution Act (1974), the Motor Vehicles Act (1939), and, under consideration, measures for decreasing rural migration and for correlating investment mechanisms with environment programmes;

(b) In the Philippines a number of presidential decrees, republic acts and letters of instructions have been issued to cope with problems pertaining to: housing and town planning, sanitation, food protection of land, forests and rivers. Furthermore, a Human Settlements Department and a Human Settlements Development Corporation have been established;

(c) In Singapore, the Planning Act (1958) provides for comprehensive land-use planning, and is complemented by such legislation as : the Water Pollution and Drainage Act, the Trade Effluent Regulations, the Clean Air Act, and the Environmental Public Health Act.

148. As pointed out by the recent ESCAP/UNEP Expert Group Meeting on Human Settlements Technology, held at Bangkok in July 1978, there are no training institutions and programmes in human settlements in the ESCAP region.

(b) Programmes for human settlements improvement in urban areas

149. Slum clearance and improvement programmes include:

(a) Sites and services schemes carried out in most major Indian cities;

(b) A Pilot programme on the "integrated approach to improving slums and marginal settlements, implemented in Bandung and Surahaya, Indonesia, and in Barrio Escopa, Metropolitan Manila";

(c) The Tondo Foreshore Manila Redevelopment Scheme in the Philippines;

(d) A slum improvement programme jointly carried out by the Karachi Development Authority and Karachi Municipal Corporation.

150. Urban growth centres and new township development programmes to balance the uncontrolled expansion of metropolitan cities include:

(a) The New Town Growth Centres Programme creating new satellite towns on the periphery of Karachi, Lahore in Pakistan;

(b) The New Cities Programme set up in the Thall, Pakistan.

(c) Programmes for human settlements improvement in rural areas

151. Low-cost infrastructure services schemes to provide portable water, construction of drains, sanitary latrines, have been carried out for rural people particularly in India and Indonesia.

152. Rural development programmes contribute to the betterment of human settlements by including rural housing programmes. An example is the scheme carried by the State of Kerala, India which provides 100,000 houses to its landless workers.

153. Development activities and basic services distribution schemes include such programmes as the Rural Works Programme, the Agrovilles Development Programme or the Markhazes (Rural Development) Programme in Pakistan.

C. Europe

1. Main factors affecting human settlements

154. Despite the differences in their socio-economic systems and organizational and institutional arrangements, European countries pursue similar goals and objectives in the field of human settlements, namely to improve the living standards and quality of life of their population by promoting a rational distribution of settlements, diminishing the gap between the social and economic development of different regions, resolving conflicts in claims for land arising from different sectors of the economy and protecting and preserving the natural and built environment. However, in many cases national and regional objectives have come into conflict with sectoral or local interests, and the tools available to orient development in the desired direction are lacking or inadequate. The pressure towards further spatial concentration continues, and settlements strategies are now oriented towards directing and controlling these processes rather than preventing urban concentration altogether. The development of new cities has only been a partial success.

155. There have been three major types of internal migration processes: rural to urban; interregional (e.g. migration from regions with rough climatic conditions) and metropolitan immigration. For many European countries the major task is to limit this process, which has serious sociological implications, by controlling urbanization and raising the

standards of rural human settlements. Nevertheless in some cases rural areas are also facing problems of deterioration of the natural and settlement environment (erosion or problems in the structure of farm land, especially abandonment of smaller settlements due to intensive use of rural land). The impact of agro-industries upon the environment has often not been taken into account.

156. Increasingly, efforts are directed to preserving and modernizing the older housing stock and to improving and enhancing the urban infrastructure and service facilities in residential quarters.

2. Some crucial problems

157. Dependence on the automobile has negative environmental effects; in particular, air pollution and noise reach alarming levels. Urban transportation policies are accordingly being re-oriented towards developing systems of management and operation whereby collective transportation may be combined in a rational way with the use of private cars and other means of individual transport. In most European countries, eastern and western alike, the planning and development of the urban transportation network has been gradually incorporated in urban planning, which includes cultural, economic and environmental considerations.

158. Nearly 50 per cent of the total energy consumption of some countries is in human settlements. The desire to conserve energy leads to two forms of action: the development and use of alternative energy sources and more efficient energy utilization. One measure introduced by several countries is higher insulation standards and improved thermal insulation in building and industrial premises.

159. Long-term plans for housing, construction and infrastructure based on population forecasts, economic development potential and scientific and technological progress are playing a growing role in many countries. All European countries have realized the importance of land-use control as a prerequisite for effective planning and urban development, and pursue land-use policies with a view to resolving conflicting claims for land for different purposes (e.g. industry, housing, transportation, services, infrastructure). The strict separation of places of work and residence has led to the creation of dormitory towns and also to high costs for home-to-work travel. Against this background, and in view of the fact

that a number of modern production technologies have become less polluting and noisy, present land-use policies in most European countries aim at a greater functional mix of urban activities.

160. The need to satisfy the most urgent quantitative housing needs has led to large-scale buildings and groups of buildings which are of very simple shape and involve much repetition. Residents have reacted unfavourably to the environment which this has produced, as a result of which there has been a return to more variety and even to baroque forms of design. This trend has not been matched by a corresponding development in technology, and a slight decline or at best a halt in productivity is now to be feared.

3. Major programmes and activities

161. In all countries, regional planning is increasingly recognized as an indispensable link between national planning, which provides the framework for development, and implementation of plans on the local level. Another starting point in the evolution of settlement planning was the introduction of spatial factors into economic plans elaborated on the national level.

162. Increasing consideration is being given by all ECE countries to the protection of the natural environment. As a first step in the planning process, measures are being taken to protect ecologically and environmentally fragile assets - certain coastal regions, lakes, rivers and mountain areas, as well as monuments and sites - where pressure on resources is already great or likely to build up. To achieve environmental protection, management policies are recognized as being in general more important than development policies. In this connexion, environmental impact statements have been introduced. The isolated interventions of local authorities have developed into settlements strategies, and town planning has become the main tool in their formulation and implementation. Although this holds true for almost all ECE countries, there are nevertheless significant variations in the directions of development and comprehensiveness of strategic plans. These variations can be explained by differences in socio-economic systems, in the level of urbanization and economic development, and in the historical evolution of the organizational frameworks.

163. Almost all ECE countries have attempted to adapt organizational patterns to the requirements of comprehensive urban and regional planning and development. In most countries the responsibility for urban and regional planning and development was originally assigned to either ministries of building or public works or ministries of interior affairs.

164. The growing number of tasks for the local authorities with increased requirements for public services, have made it necessary for Governments to undertake reforms to increase the administrative efficiency of the local authorities.

165. The intensive use of land and resources has also increased the need for better international co-operation. As a result of a number of international agreements, organs of various types have been established and are becoming the first elements of an international structure of institutions. They deal with the co-ordination of certain aspects of national plans, frontier-land development, the protection of the environment, etc.

166. As concerns the environment, new comprehensive policies are being established on the national, regional and local levels covering environmental objectives and measures. This implies setting up ecological guidelines, protecting soils especially suited to agriculture from urban encroachment, preserving mountain regions and other ecologically fragile or valuable sites and areas, allocating land for housing, industry and resorts in the light of the carrying capacity of the terrain, protecting water quality, preventing further pollution of lakes, avoiding air pollution, etc. With the interests of society in view, and to achieve greater rationality in the use of farm land, including marginal areas, integrated planning, embracing economic, social, ecological, aesthetic and other requirements of society, is becoming accepted practice.

167. In relation to the priority problem of rural migration, efforts are being made to complete, or even create, a network of rural settlements which would suit the development of modern production, take into account the prevailing natural and economic conditions and local traditions, and meet the whole range of material and intelectual needs of the rural population.

4. Activities of inter-governmental organizations

The Organization for Economic Co-operation and Development (OECD)

168. OECD is active in carrying out a number of research projects related to urban environment and land-use planning, particularly for the development of urban environmental indicators, improvement of outdoor environment, urban services and management, noise, traffic policies and environmental aspects of district heating.

The Council for Mutual Economic Assistance (CMEA)

169. Within CMEA considerable attention is being given to the establishment of criteria and regulations for urban planning, such as standards for building density, the design of transport and other technological elements of urban planning.

The European Economic Community (EEC)

170. EEC is supporting assistance programmes in urban and water supply and education infrastructure and is engaged on a study of the growth of large urban concentrations, involving a two year research programme covering (a) location of economic activities (b) migration, and (c) evaluation of urban planning policies. A first outline of the results of the study is expected to be available in 1979.

D. Latin America and the Caribbean

1. Main factors affecting human settlements

171. Latin America, as a whole, grew faster than the other regions between 1950 and 1975. During this period, the population of the region doubled while world population grew by 60 per cent. Urban growth, which is also very high (50 per cent of it is accounted for by internal migration), will be ten million yearly up to the year 2000. By the end of the century, the 48 largest urban agglomerations in the region will contain more inhabitants than the total population of Latin America and the Caribbean today.

172. The population of the countries of the region tends to be distributed according to spatial patterns characterized by: (a) a large concentration of the total population, frequently 20 to 30 per cent, in one or two metropolises; (b) a relative absence of medium-sized cities;

and (c) the dispersion of the majority of the population in villages of less than 2000 inhabitants and small settlements of less than 200 people. Five of these metropolises already rank among the world's 50 largest; by the end of the century nine Latin American metropolises will be in the same group.

2. Some crucial problems

173. The development model adopted by most of the countries of the region in practice has resulted in a lack of equilibrium between different sectors of their economies and between different regions within national territories.

174. The most important problems being faced by the region as a whole is the acute unemployment being cronically experienced in the last decades. While the population grows at a rate of 2.7 per cent per year, employment only grew at 2.2 per cent yearly in the last decade. This situation is reflected in the income distribution for the region as a whole: while 50 per cent of the population receives from 10 to 15 per cent of the total income, 10 per cent receives from 40 to 50 per cent.

175. Rural stagnation, as shown by the continuous reduction of agriculture's contribution to the regional GNP (18.2 per cent in 1960 to 13.2 per cent in 1975), causes continuous rural-urban migration (24 million migrated in the period 1960-1970), as well as redistribution from one ecological context to another. The latter prevents, not only economic problems, but also a need to develop new technology for settlement in tropical areas where conventional and imported technology are not applicable.

176. The provision of elementary settlement conditions for the increasing urban population would cost at current prices, some $40 billion per year, the equivalent of the total fixed capital investment of the whole region in 1970. It is clear that nothing short of radical changes in population distribution and more appropriate human settlements technology will alcviate the present situation. Emergent settlements often constitute economic enclaves exercising little developmental effect on the surrounding countryside.

177. Massive population displacement is creating new types of human settlements. Squatting is a current form of settlement for millions. It is estimated that 25 per cent of the people of the region presently

living in squatter settlements, occupying 35 per cent of the surface of its urban areas.

178. Rapid urbanization in the region and industrial development are affecting the ways people live in the city, to producing radical changes in cultural patterns.

3. Specific Sectoral Problems

179. The figure of 18.8 million units has been mentioned in many reports as the standing housing deficit of the region. The World Bank estimated in 1970, that 55 per cent of the population of Mexico City and 47 per cent of Bogota could not afford acquisition of a minimal housing unit if no down payment were required and assuming mortgage amortization periods of 25 years and interest rates of 10 per cent. Unsatisfactory "formal" systems of production and distribution resulted in the development of "informal" means of housing and services provision.

180. In urban and rural areas there has been an improvement in sanitation in the last decades but not to the point of resulting in a decrease of the maladies associated with the lack of water supply and sewerage services. In some cases, it would seem that the increase of a service can create new problems. Extension of drainage and sewer systems without corresponding investment in treatment plants has led to the contamination of rivers. It has been estimated that in the region, the waste water of at least 51 million people runs directly into rivers and the sea without any sort of treatment. The situation is better in the supply of domestic energy. Indicators show a continuous improvement from 1960 (42.4 per cent of the total population served) to 1970 (52.8 per cent) and to 1973 (56 per cent).

181. For health care and education services, the figures showed modest improvement trends: from 2.5 hospital beds for one thousand inhabitants in 1960, the region as a whole passed to 3.0 in 1970, while from 150 teachers for each 10,000 children school age in 1960, the situation improved to 252 in 1975.

182. The motor vehicle park is increasing three times faster than the population of the larger cities of the region, and 8[illegible] per cent of the street capacity in large metropolitan areas of the region is taken by

15 per cent of the users. As the increase of traffic capacity has not been accompanied by land-use control, enlarged facilities have stimulated additional traffic. Moreover, increasing circulation of motor vehicles has resulted in a dramatic increase in air pollution.

4. National policies

183. Traditionally, in Latin America and Caribbean countries, human settlement policies have been associated with housing, and, to a lesser extent, with the planning and control of urban development. Nevertheless, Governments are more reacting, to the above situation. At least in one country, comprehensive legislation was passed shortly after the Vancouver Conference in 1976, which others are revising their legislation on human settlements. Another country has created a large administrative body for human settlements at ministerial level, while yet another has reshaped its high-level Government structure to include environment and urban development ministries and a third has created a national secretariat for urban development and housing. A few other countries already had housing and construction entities at the highest administrative level.

184. Master plans have been extensively developed as a means of controlling urban development. In practice, however, lack of legislative support and related investment programmes has severely limited the implementation of these plans. In rural areas, activity is limited to settlement and agrarian reform projects, with practically no attention being paid to the current aspects of the rural habitat.

185. In the case of the largest metropolises, the situation is, in general, better. Metropolitan administrations have the best national resources in human and material, as well as organizational terms. On the other hand, their problems rank higher as compared with other areas, except for the rural areas where the absence of attention is almost complete.

E. North America

1. Trends in North American human settlements patterns

186. In the United States of America and Canada, human settlements patterns have been traditionally characterized by large population

concentration in relatively few extensive metropolitan areas, and more recently by the "urban sprawl" phenomenon which was facilitated by wide open spaces, the development of excellent road networks and widespread reliance on the automobile. The trend which contributed more to the process was the long-continued migration from rural areas into cities making the countries two of the most highly urbanized ones in the world and, as a result has largely forced United States and Canadian settlement policies to focus on metropolitan areas as the major life centres of the countries.

187. Twelve large urban regions will dominate the United States of America by the year 2,000, with populations ranging from three to 126 million. These regions will contain about 70 per cent of the total population on 10 per cent of the conterminous land area. All of these urban regions are projected to gain population over the next thirty years. However, metropolitan growth is levelling off. Between 1970 and 1974 the metropolitan population increased by 4.1 per cent compared, with 6.6 per cent for non-metropolitan growth. As a corollary to this, many rural areas have been gaining population for the first time in this century.

188. In 1971, the Canadian population classified as urban was 76.1 per cent of the total. Most of the population concentrations in the country are in a narrow strip approximately 200 miles wide along the United States border. Approximately 75 per cent of the population lives on less than one per cent of Canada's land area, and two-thirds of the entire population inhabit a few large urban centres. Nevertheless the proportion of total population residing in small and medium size communities (1,000 - 99,999) has increased since 1961, while the three provinces (Quebec, Ontario and British Columbia) containing metropolitan areas greater than 1 million population are experiencing a slowing of their growth rates.

2. Urban settlement problems.

189. In Canada the sources of difficulties in the development of settlement policies have been:

(a) Imbalance in the settlements pattern, which is difficult to face due to the economic and social differences existing between provinces;

(b) Rapidly evolving demographic situation caused by declining birth rates and the aging of the Canadian population as a whole, coupled with the still rapid increase of the working age population group, leading to shifts in traditional social service and economic requirement patterns for the cities.

190. Urban problems are, by and large, probably less severe in Canada than in the United States of America, where poverty has become increasingly urbanized and concentrated in central cities (metropolitan areas accounted for approximately 60 per cent of the total poverty population in 1974), and where large cities continue to suffer from broad strutural problems such as unemployment (particularly severe among the poor) deteriorating physical conditions and hard-pressed public services.

191. Urban transportation, in the past few years, has received increasing attention in both Canada and the United States of America. Increasing public and governmental concern over air pollution has made the issue of the environmental cost of unchecked private transportation systems the focus of such public debate. As a result, in both the countries Federal, state/provincial and local governments have begun reassesing long-term transportation trends and programmes. The impact of the highway on urban development has not been felt as strongly in Canada as in the United States of America because of the slower, more cautious approach taken with respect to the development of road traffic networks.

192. In both the United States of America and Canada, the question of solid waste disposal is becoming increasingly important, particularly in urban areas where population pressures and the increasing scarcity of suitable sites for dumping or landfill within the reasonable distance of the cities are making it imperative to find new disposal techniques. In fact, in a number of states and provinces, attempts are being made to tackle this problem directly by reducing the amount of waste generated at the source. Thus, a new body of legislation is progressively taking shapre which aims at controlling the growth of solid wastes by regulating waste-generating types of packaging, such as beverage containers.

193. Another important factor in assessing the quality of urban life in both countries is the manner in which pollution problems of

cities are being dealt with. In both countries, regulation of pollution and definition of air and water quality standards have come gradually. In the United States of America, implementation of the National Environmental Policy Act of 1969, the Clean Air Act Amendment of 1970 and 1977 and the Federal Water Pollution Control Act amendments of 1972 has resulted in a significant reduction in the quantity of major pollutants released into the environment. However, while new controls are reducing generation of air and water pollutants from specific sources, continued growth in population and industrial activity have, to some extent, offset the benefits of better treatment.

3. Human settlements policies

194. In Canada, the rapid urban growth rate of the 1950s and 1960s led to the development of settlements policies based on the premise of continuously increasing urban concentrations. In the early 1970s with the creation of the Ministry of State for Urban Affairs, growing attention was paid to the implications of this trend for the country as a whole, especially its increasingly evident stagnation effect role in the co-ordination and support of provincial and municipal activities and in public housing assistance.

195. To assess urban development problems affecting areas across Canada, the Ministry undertakes continuing tri-level (federal, provincial, municipal) consultations concentrating on specific problems of urban planning and transportation, municipal finance, housing, airports, parks, etc.

196. The Federal Government has also become increasingly active in the area of urban rehabilitation. Two major programmes in this area are the Neighbourhood Improvement and Residential Rehabilitation Assistance programmes, through which federal assistance for the rehabilitation of residential areas is or was channelled to encourage and support efforts of municipalities improve the physical environment of the neighbourhood and develop social and recreational amenities.

197. State policies in the United States of America dealing with human settlements and land use in general are generally expressed in enabling acts delegating responsibility to local governments. In the past ten years, however, comprehensive human settlements planning has

become increasingly a state concern, particularly on the heavily populated eastern seaboard. General organizational guidelines are set through state enabling acts, zoning boards, planning boards, and in the governing body of local jurisdictions. Municipalities rely on the property tax as a major source of revenue. Thus, land use within their borders often becomes more and more a matter of solvency than one of social considerations.

198. To encourage states to do their share in supporting urban areas, the President has proposed a new programme 29/ of state incentive grants, amounting to $400 million over two years. States which develop approved plans to help needy communities, in collaboration with those communities, will be eligible for the grants.

199. The most conspicuous administrative initiative to combat major pockets of poverty or distress in urban areas is the $400 million Urban Development Action Grant programme. By concentrating grants for major redevelopment projects on communities in greatest distress, the Government seeks to target its funds quickly to areas most likely to draw additional private investment, that is, to have a "leverage" effect.

200. The federal government's major programme for recreation-rehabilitation loans has been doubled in size to $150 million per year. Funds will be targeted to distressed cities and neighbourhoods and will continue to be used together with other rehabilitation programmes, such as the Urban Homesteading Programme and the neighbourhood-oriented Urban Reinvestment Task Force. Thus, urban rehabilitation programmes, aiming at "recyclying" the city physically and preserving the spirit of existing neighbourhoods, have received strong support from the administration.

29/ President Carter's message to Congress on national urban policy

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